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RUEHC/DEPT OF LABOR WASHDC  
RUEAWJC/DEPT OF JUSTICE WASHDC

UNCLAS SECTION 01 OF 20 COPENHAGEN 000088

SENSITIVE  
SIPDIS

STATE FOR G/TIP,G:LPENA,INL,DRL,PRM,EUR/PGI:JBUCKNEBERG  
STATE ALSO PASS USAID

E.O. 12958: N/A  
TAGS: [KTIP](#) [KFRD](#) [KWMN](#) [PHUM](#) [PREF](#) [SMIG](#) [ELAB](#) [KMCA](#) [DA](#)  
KCRM, ASEC  
SUBJECT: TRAFFICKING IN PERSONS: POST'S INPUT TO 10TH  
ANNUAL TIP REPORT

REF: STATE 2094

(U) SENSITIVE BUT UNCLASSIFIED; PROTECT ACCORDINGLY. NOT FOR  
INTERNET DISSEMINATION.

¶1. (U) Post is providing the following answers keyed to  
question headings in REFTEL.

¶2. (SBU) DENMARK'S TIP SITUATION:

-- A. The following is a list of sources and their websites  
that offer information regarding human trafficking in Denmark:

- The United Nations Human Rights Council -  
[www.un.org/en/rights/](http://www.un.org/en/rights/)
- The United Nations Office on Drugs and Crime -  
[www.unodc.org/unodc/en/](http://www.unodc.org/unodc/en/)
- The European Union Agency for Fundamental Rights )  
[fra.europa.eu](http://fra.europa.eu)
- The Danish Parliament ) [www.ft.dk](http://www.ft.dk)
- The Danish Ministry of Foreign Affairs ) [www.um.dk](http://www.um.dk)
- The Danish Ministry for Gender Equality ) [www.lige.dk](http://www.lige.dk)
- The Danish National Police ) [www.politi.dk](http://www.politi.dk)
- Statistics Denmark ) [www.dst.dk](http://www.dst.dk)
- Danish Director of Public Prosecutions )  
[www.riksadvokaten.dk](http://www.riksadvokaten.dk)
- Womens' Council in Denmark ) [www.kvinderradet.dk](http://www.kvinderradet.dk)
- The Danish Institute for Human Rights ) [www.humanrights.dk](http://www.humanrights.dk)
- The Danish National Organization of Shelters for Battered  
Women and their  
Children ) [www.lokk.dk](http://www.lokk.dk)
- The Danish National Board of Social Services )  
[www.servicestyrelsen.dk](http://www.servicestyrelsen.dk)
- The Danish Anti-Trafficking Center )  
[www.centermodmenneskehandel.dk](http://www.centermodmenneskehandel.dk)
- Save the Children, Denmark ) [www.redbarnet.dk](http://www.redbarnet.dk)
- The Danish Red Cross ) [www.drk.dk](http://www.drk.dk)
- The Nest International ) [www.kvindehandel.dk](http://www.kvindehandel.dk)
- Safe and Alive ) [www.safe-and-alive.dk](http://www.safe-and-alive.dk)
- Pro Vest - <http://www.provest.dk/news.php>
- The Prostitution Competence Center -  
<http://www.kcprostitution.dk/page659.asp>
- Hope Now - <http://www.hopenow.dk/>

-Humanity in Action - <http://www.humanityinaction.org/denmark>  
-Denmark International School - <http://www.dis.dk/>  
-Danish Newspapers

Currently, the national efforts to combat Trafficking in Persons are outlined in the National Action Plan (NAP):  
"Danish Government's Action Plan to Combat Human Trafficking 2007-2011." The effort is described as a holistic, nationwide coordinated effort in offering support to victims of human trafficking with a long-term goal of combating trafficking in persons and reducing the number of persons trafficked to Denmark. The four goals of the project are:

- to promote effective implementation of existing legislation and law enforcement, to ensure the identification and prosecution of traffickers
- to support victims, by improving the social assistance available to them in Denmark
- to increase public awareness, so as to prevent human trafficking by limiting the demand
- to prevent human trafficking by improving the international cooperation, including developing preventative efforts in home countries

Annual Reports on Implementation of the NAP are required.

According to a UN assessment, the National Center for Investigations (NEC) of the Danish National Police carries out national and systematic monitoring of, among other crimes, trafficking in human beings.

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The Danish Ministry of Foreign Affairs is engaged in funding efforts to combat Trafficking in Persons abroad in Ukraine, Belarus, and Moldova under the Danish Programme Against Human Trafficking (DANATIP/DPHT). Its Report "Danish Programme Against Human Trafficking 2009-2011" outlines both the status of current goals and the targets for reducing trafficking in persons.

This new program builds on the results of its predecessor which ran 2006-2008. Working through key implementing partners in Moldova, Ukraine, and Belarus, which include both international and non-governmental organizations, the programme supports national counter-trafficking plans and works with government agencies to support their role as leaders of counter-trafficking efforts. The program works within a widely recognized approach, whereby efforts are focused within the three broad areas of prevention, protection, and prosecution.

The program has four objectives:

- (1) Strengthened national counter trafficking strategies and mechanisms;
- (2) Streamlined and improved access to and provision of services for VTs;
- (3) Better targeted prevention activities effectively reach vulnerable groups, and
- (4) Strengthened international and regional co-operation on responses to trafficking.

The Embassy assesses these sources to be very reliable, and they are used by numerous respected international bodies when compiling their own reports.

-- B. According to The Danish Anti-Trafficking Center, a subset of the National Board of Social Services, Denmark is considered a country of destination for trafficking. The Danish National Police also consider Denmark as a transit country in that the exchange of women between pimps in Denmark and surrounding countries (principally within the Schengen zone) creates a cross-border market, and the Danish Red Cross names Denmark specifically as a transit country for child victims of trafficking.

There have been no reports or known public acknowledgements of Danish citizens in Denmark as victims of trafficking conditions.

Those who are most likely associated with trafficking commonly come from the Baltic countries, East and Central Europe, Nigeria, Thailand, and South America (Colombia, Brazil, Ecuador, and Bolivia).

The Danish National Police believe that victims transiting Denmark are often traded/resold between pimps within the Schengen Zone and the Baltic Sea region).

From 01 August 2007 to 30 April 2009, investigators from the Ministry of Refugee, Immigration, and Integration Affairs met with 186 women suspected of being trafficked. It was determined that 49 of them were victims of trafficking.

In the period 2007 to March 2009, The Danish Anti-Trafficking Center reported that a collection of social organizations had met with 683 women showing signs of being victims of trafficking and determined that 94 were victims.

These meetings are done with cooperation between the Government and NGOs as a part of the "Danish Government's Action Plan to Combat Human Trafficking 2007-2011."

As a whole, the National Board of Social Services says that an estimated 1500 women have been met since the government's action plan to combat trafficking came into force in 2007, and it is estimated that at least 130 were victims of

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trafficking.

This year saw the first official report of a man as a victim of trafficking in Denmark. The organization "Safe and Alive" reported in July that a man, who had been kidnapped in Nigeria, and trafficked through Spain and Germany, had been rescued in Denmark. The 19 year old male had been trafficked to Denmark in 2006 to serve in the sex industry.

Based on the information in this report, the TIP situation has largely remained the same as the previous year. The Danes are increasing the strength of their initiatives in combating human trafficking, but the results have yet to affect the overall situation from year to year.

-- C. Because all known cases of trafficking in Denmark involve the sex industry, the conditions described by Danish authorities are biased towards conditions related to victims in the sex industry. Some are held in isolation and other forced to be available for customers 24 hours a day. The individual is not allowed to decide when to go home and is often held in debt to the pimp. The debt is normally established with, among other things, a debt contract which the victim signs under which the debt is grossly out of proportion to the actual cost of travel and travel document expenses.

Individuals have reported being raped by their pimps, receiving personal death threats or threats to their families at home, as well as being forced to have abortions if they become pregnant.

-- D. According to the NAP and the 2009 National Police NAP Status Update, the largest target group for the prevention of human trafficking is, without comparison, women involved in prostitution. However, the NAP also includes children trafficked for crime, begging, or prostitution as well as men or women trafficked for forced labor, prostitution, or organ donation.

Almost all of the official confirmed reports of trafficking in Denmark have involved the sex industry. Some reports dealing with child victims of trafficking have examples of

children being trafficked into criminal pick-pocket rings. Although there may not be concrete examples available, the Danish Anti-Trafficking Center points out that victims of trafficking in Denmark are at risk to be forced to work in the following "industries" as well: private housework (exploitation of au-pairs), hotel/restaurant work, factory work, agricultural work, work in mines, or as "donors" for organ sales.

#### -- E. Traffickers and Their Methods:

According to a 2009 report covering National Police efforts against the perpetrators of human trafficking, the traffickers/exploiters come from several different areas. One example cites a married couple running a massage clinic, which was involved in trafficking girls from Thailand. Another cites a situation where women from Nigeria were being intimidated by a local voodoo priest to cooperate with traffickers by exploiting their fear of supernatural reprisal.

More information on "ju-ju" intimidation can be found in the Danish Immigration Service's 2008 Report: "Protection of Victims of Trafficking in Nigeria."

In a memo to the Parliament, the Minister of Justice said that Outlaw Motorcycle Gangs in Denmark are involved in illegal prostitution. Since prostitution itself is not illegal in Denmark, this statement implies their involvement in the three related crimes under section 228 (Pimping), section 229 (Trafficking Middleman), and section 262 (Human

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Trafficking) of the Danish Criminal Code.

In March, a report claimed that three men involved in the leadership ranks of Hell's Angels in the city of Aarhus, were taken into police custody after it was discovered that they had made roughly USD 800,000 on the trafficking of 20 Venezuelan girls for a private escort service. The case also featured the arrest of two unnamed prominent members of Aarhus society.

In reference to victims being trafficked to Scandinavia, there are three major methods used to "recruit" them. The first method is kidnapping. After either having worked as a prostitute in their homeland or after being kidnapped by a partner or friend, they are sold to a pimp and trafficked abroad. Usually these women did not have financial problems, but in many cases weak family ties. The second method is baiting. Some women or young girls seeking employment abroad in legal jobs such as waitresses, house workers, or hair-stylists, are lured in by false promises of work by "loverboys," family, "girlfriends," family members, or someone in their circle. They are convinced to go abroad without knowing the exact nature of their travel or who is waiting on the other end. The girls are often poor and uneducated, and therefore, are willing to take risks to escape their economic situation. The third method is exploitation through contract debt. In this case, women who have agreed to work on the "softer" side of the sex industry (i.e. strip clubs, bars) or as prostitutes in expectation of quick money and returning home soon, are driven into a contract debt out of proportion to the cost of travel and documents. As a result, they become indentured servants who are often put on call 24 hours a day for customers. Debts are often sold to other pimps, who move the victim in order to maintain a "fresh stable" for their clients. Children can also be recruited by people who exploit a relationship of trust to send them abroad.

Typically, the "recruiters" arrange the paperwork and transport through both legal and illegal means to traffic their victims. This arranged work is also often the source of debt when victims are forced into indentured servitude.

One of the indicators that police use to identify trafficking victims is false travel or identification documents. This points to the fact that false documentation is a common aspect of trafficked persons in Denmark. Denmark's membership in the Schengen Agreement facilitates the movement of victims among Schengen member states, as there are no immigration checks when going from one country to another.

As suggested by the 2009 status report of the NAP, massage clinics and bars are often involved in operating as front organizations for prostitution and potentially for trafficking. One example is the Thai massage parlor which was trafficking young women from Thailand for use as prostitutes.

In a report released in early 2010, increasing evidence is seen to reveal the use of "au-pair" organizations as front companies for human trafficking.

### 13. (SBU) SETTING THE SCENE FOR THE DANISH GOVERNMENT'S ANTI-TIP EFFORTS:

-- A. Yes. In 2002, Section 262 was added to the Danish Criminal Code, criminalizing Human Trafficking. In 2007, the Danish Government established a National Action Plan to combat trafficking in persons and also established The Danish Anti-Trafficking Center under the National Board of Social Services to coordinate the efforts of government entities and non-government organizations to address the "social" aspect of combating trafficking in persons.

-- B. The following government agencies and NGOs are working

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together through the Danish Anti-Trafficking Center to combat Human Trafficking:

#### For Coordination of Social Assistance Efforts:

- The Danish Anti-Trafficking Center (CMM) ) Leads the coordinated effort (A Division of the National Board of Social Services)
- The Nest International ) Provides international assistance to trafficking victims (Under contract with CMM)
- Pro Vest ) Anonymous Advisory and Health Service for Foreign Women (Under Contract with CMM)
- The Prostitution Competence Center ) A division of the National Board of Social Services.
- The Odense Crisis Center for Battered Women ) Under contract with CMM
- The Danish National Organization of Shelters for Battered Women and their Children ) Under contract with CMM
- The Danish Red Cross
- Hope Now - Provides counseling and support services to West African trafficking victims and public awareness
- Humanity in Action - Provides education and public awareness of human trafficking issues
- Denmark International School - Provides education on human trafficking issues, including collaboration with U.S. Embassy Copenhagen through course instruction

#### Data Collection and Law Enforcement:

- The Danish National Police ) Lead Organization
- The National Police Immigration Section
- The National Research Center (NEC) ) A Division of the National Police
- The Ministry of Justice
- The Danish Director of Public Prosecutions
- The Danish Immigration Service
- The Danish Ministry for Gender Equality

#### International Efforts:

- The Danish Ministry of Foreign Affairs
- The Danish Immigration Service
- Humanity in Action - ties in their international network on social issues, including combating TIP

-- C. The largest criticism of the government's plan to combat human trafficking is its inability to get at the traffickers themselves. More often than not, the victims of trafficking are sent back to their country of origin. As a result, they do not cooperate with local police because they fear that their local authorities cannot protect them from reprisal once they are returned home. So, in spite of the increased attention and action on human trafficking, the issue continues to be a problem in Denmark. Another significant problem is the lack of training for police in the harsh realities of human trafficking and in identifying victims.

Corruption is not considered a significant problem in Denmark. Transparency international rates Denmark as the 2nd least corrupt country in the world according to its 2009 Corruption Perceptions Index.

The government has adequate resources to aid victims of trafficking, within the limits of the NAP, and where it does not, it engages the local NGOs to provide contracted assistance.

-- D. The government produces an annual status report on the previous year's developments related to the NAP. In 2009 it was published in June. The National Police also produce an annual report on the status of the previous year's efforts against human traffickers and pimps. The data for 2008 was published in March. The Parliament also has periodic combined committee hearings on the subject of human trafficking to discuss the NAP and other efforts. The most recent hearing

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was in October.

-- E. In 1968 Denmark established a computerized central population registry (CPR), which included existing data from population registers and now serves as a nationwide registry.

Each citizen is identified by a unique personal number, which also keeps track of his/her data in the CPR. The CPR contains all data relating to personal identification for each registered person: name, address, birth registration, citizenship, national church relationship, parentage, marital status, and status information. Any information recorded in the CPR's protected database concerning occupation, local conditions, population register notes, subscription ratio, suffrage, and residence status is dependent on individual circumstances or wishes. A CPR is issued either at birth or when one comes to live in Denmark. This information is the basis for counting the population and discerning the ethnic make-up of the society.

-- F. Between Denmark's Statistical Database and the National Police Statistical Database, law enforcement authorities have the capability to assess their efforts numerically. There are not many gaps in their ability to collect information; however, unregistered persons become difficult to account for, although without a CPR number it is difficult to conduct any kind of domestic business in Denmark. A CPR is necessary to do simple things like open a bank account, obtain a cell phone, or register with the Post Office. While it is difficult, it is by no means impossible to live without a CPR, and it is suspected that there are plenty of illegal immigrants living within immigrant communities.

#### 14. (SBU) INVESTIGATION AND PROSECUTION OF TRAFFICKERS:

-- A. Existing Laws against TIP:

Section 262(a) of the Danish Penal Code specifically prohibits trafficking in persons for sexual and non-sexual purposes. Section 262(a) became effective on June 8, 2002. It is formulated in order to implement the relevant UN Protocol and the EU Framework. The law covers both internal and external trafficking. The anti-trafficking law includes a prohibition on slavery and exploitation of prostitution.

No changes have been made to this law since the previous reporting period.

Section 262(a) reads as follows:

262(a): A person who by an act of recruiting, transporting, transferring, housing, or subsequently receiving another person shall be guilty of trafficking in humans and shall be liable to a term of imprisonment of no more than eight years if the following is used or has been used:

- (1) Unlawful coercion, under Section 260,
- (2) Illegal restraint, under Section 261,
- (3) Threats, under Section 266,
- (4) Unlawful inducement, encouragement or exploitation of a mistake or
- (5) Another manner of taking unfair advantage in order to exploit the person in question for sexual immorality, forced labor, slavery or slavery-like conditions or removal of organs.

Subsection 2. In the same manner a person shall be subject to punishment that exploits the person in question for sexual immorality, forced labor, slavery or slavery-like conditions or removal of organs,

- (1) Recruits, transports, transfers, houses or subsequently receives a person under the age of 18, or
- (2) Provides payment or other consideration to obtain the consent to the exploitation from a person who has custody of the injured party and the person who receives such payment or other consideration.

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"Sexual immorality" shall be interpreted in accordance with Section 228, subsection 1 of the Danish Penal Code concerning pimping.

"Slavery" exists when a person, according to a specific assessment, is deprived of his or her liberty and is forced to carry out hard work.

"Forced labor" shall be interpreted in accordance with applicable international instruments, including the ILO Forced Labor Conventions of 1930 and 1956.

The second law used to prosecute TIP cases is Section 228 of the Danish Penal Code, which prohibits procurement (pimping).

Section 228 is used in suspected trafficking cases when insufficient evidence exists to prosecute under the anti-trafficking law.

Section 228 (in pertinent part) reads as follows:

228: Any person who-

- (1) induces another to seek a profit by sexual immorality with others; or
- (2) for the purpose of gain, induces another to indulge in sexual immorality with others or prevents another who engages in sexual immorality as a profession from giving it up; or
- (3) keeps a brothel;

-shall be guilty of procuring and liable to imprisonment for any term not exceeding four years...

A third law, Section 229 of the Danish Penal Code, is also used to prosecute those who act as intermediaries in human trafficking. This section reads as follows:

229: Anyone who promotes sexual immorality for profit, or repeatedly acts as an intermediary, or exploits another's business for sexual immorality, can be punished by imprisonment for up to 3 years or, under extenuating circumstances, with a fine.

Subsection 2 - Those who rent out rooms in a hotel or inn for

use in commercial fornication, can be punished by imprisonment for up to 1 year or, under extenuating circumstances, with a fine.

Police investigate financial crimes associated with organized crime activities. For instance, tax evasion and money laundering convictions are often used to prosecute organized crime networks that may be engaged in trafficking among their criminal activities. While prosecution of traffickers under these statutes can occur, prosecution under straight money laundering and other charges can result in trafficking victims never being identified as such, leaving them ineligible for the forms of relief that they would be eligible for if they were so identified.

Denmark has a sophisticated legal system. Civil remedies are available to victims of torts and crimes, including trafficking. In practice, trafficking victims do not pursue civil remedies against traffickers. Danish authorities are unaware of any instance of trafficking victims using non-criminal statutes that allow for civil penalties. Illegal contracts and illegal debts are unenforceable under Danish law. Victims' compensation funds are available in Denmark and all victims of a crime in Denmark (including foreigners) are eligible to receive funds. The law specifically provides additional compensation for victims of sexual offenses and crimes involving deprivation of liberty. The victims' compensation law is codified as State Compensation to Victims of Crime (Consolidation) Act No. 688 of 28 June 2004.

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Yes, Sections 228 and 229 are being used in trafficking cases.

-- B. Punishment of Sex Trafficking Offenses:

Trafficking in persons for sexual exploitation or forced labor is punishable by a jail sentence of up to eight years. Danish law also penalizes the deprivation of liberty under Section 261 of the Danish Penal Code with up to 12 years imprisonment if aggravated circumstances are identified. Although these are maximum sentences, police assigned to trafficking cases advise that a typical sentence would generally be not more than two years and a sentence of three or four years would be likely for a particularly heinous violator. During the reporting period, every convicted sex trafficker received a prison sentence.

-- C. Punishment of Labor Trafficking Offenses:

Section 262 of the Danish Penal Code, trafficking in persons for forced labor, is subject to the same punishment as trafficking for sexual exploitation. All known cases of trafficking in Denmark involve trafficking for sexual exploitation.

The act of depriving someone of freedom or compelling them into service, is unlawful under Sections 260 and 261 of the Danish Penal Code and is also addressed specifically in Section 262a, which covers Human Trafficking.

-- D. Rape or Forcible Sexual Assault is illegal under Section 216 of the Danish Penal Code. This law carries with it a punishment of up to 8 years, and may be increased to 12 years under aggravated circumstances.

-- E. Law Enforcement Statistics:

Yes, the government has taken legal action against human trafficking offenders during the current reporting period. Statistics for 2009 have not yet been released by the national police. Most of the reports that post is aware of for 2009 come from the press. The following are examples of events from 2009:



-In February, five people were arrested in Aalborg for the trafficking of 5 African women and two Romanian women.

-In March, the Supreme Court delivered its first sentence related to human trafficking when it sentenced a Croatian man to three and a half years in prison and deportation from Denmark for the 2006 exploitation of four Czech women. That month also saw the previously mentioned arrest of the former Hell's Angels man for his involvement in trafficking 20 women from Venezuela.

-In April, an Israeli man and a woman of Czech origin were sentenced to two and a half years of prison for the trafficking of two Slovak women, but were cleared on charges of pimping.

-In June, a Palestinian man and two others were arrested in relation to the trafficking (262a) of a 40 year old Ugandan woman.

-Also in June, the status report on the National Action Plan was released. For the first quarter of 2009, it stated that police received and were investigating 19 reports of pimping (Section 228) and 6 reports of trafficking (Section 262a). In the same time period, police raised 24 charges for pimping (Section 228) and 12 charges of trafficking (Section 262a). There were also 14 legal decisions (on both Section 228 and Section 262a) resulting in 4 sentences.

-In July, a 50 year old man was charged with forcing a Romanian woman into prostitution.

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-In September, Police took into custody one man and two women on the suspicion of trafficking a series of Romanian women to Denmark.

-In November, a Bulgarian man was charged with the trafficking of several Romanian women.

Data released by the National Police for 2008 is as follows:  
(Category/Section-228/Section-229/Section-262 )  
Reports/24/3/11  
Charges/51/3/30  
Legal Decisions/28/1/15  
Sentences/12/1 /7

Unfortunately, these cases can take longer than one year to process and therefore, the number of sentences may not reflect the results of the number of cases pursued over one year. A good example is the Supreme Court case which delivered a sentence in 2009 for actions in 2006. Therefore, it is important to wait until the report for 2009 is released to get a more accurate picture of the trend in cases and decisions.

-- F. The Danish Anti-Trafficking Center (CMM) has planned and implemented upgraded courses for professional social workers in one or two day seminars. This training is conducted in collaboration among the CMM, the National Police Immigration Section, the Public Prosecutor's Office, and the National Center for Investigations (NEC). A series of related seminars was held in November 2008 including one for Danish diplomats and another for Red Cross personnel. In the first quarter of 2009, the CMM spent three days at the Police Training School training personnel on these subjects. However, it is unknown how many officers were trained in these sessions. The U.S. Immigration and Customs Enforcement office in Copenhagen assesses that the number is relatively small.

An International Organization for Migration representative visited to explain the organization's structure and work processes to contact personnel for the CMM, to help improve their own efforts. The US also sent training personnel to

train CMM staff on US procedures and offered advice on how to legally deal with the problem of Human Trafficking.

In 2007, the National Police instituted a standard training course for all new personnel on how to identify and combat human trafficking and pimping. The National Police and the Public Prosecutor's Office also have collaborated to provide increased training to case-workers and contact personnel working in police districts. The National Police has also been engaged with teaching at Danish Embassies around the world to educate Ministry of Foreign Affairs personnel on human trafficking.

-- G. The Danish government cooperates with other governments in the investigation and prosecution of crimes, both on a bilateral and multi-lateral basis. On a bilateral basis, Danish police regularly conduct joint investigations with their Swedish and Norwegian counterparts. Cooperation on a multilateral basis also occurs through numerous international organizations. Denmark is an active member of Interpol and Europol. Danish police also participate in a Nordic police and customs cooperation network and chair a working group focusing on criminal action related to drugs, prostitution and money laundering committed by West Africans in, between and through the Nordic countries. Additionally, Denmark is an active member of the Task Force on Organized Crime in the Baltic Sea Region. Danish police officers have also been assigned to posts in Baltic countries to assist host governments with organized crime investigations. Denmark cooperates with legal attaches from several countries, including the United States. International cooperation

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focuses primarily on combating organized crime, narcotics smuggling and terrorism. U.S. Immigration and Customs Enforcement (ICE) works with the Danish Police, the Danish Anti-Trafficking Center and NGO's in Denmark on trafficking issues. This collaboration involves primarily best practices and information exchanges. In May 2009, ICE hosted an Anti-TIP/Forced Child Labor/Child Sex Tourism conference with partners throughout Europe, the Middle East and Africa and included the Danish Police.

In 2009, the government has continued its efforts with European Network for HIV/STI Prevention and Health Promotion among Migrant Sex Workers (TAMPEP), especially with Sweden and Norway. It has also been working on an ad hoc basis with other European Countries to ensure that victims of trafficking are helped by competent organizations once they return to their home country. The IOM has been working under contract since 2008 with the Immigration Service to provide assistance for victims of trafficking who returned to their home country. The Ministry of Foreign Affairs (MFA) has also continued efforts related to its 2008-2012 program aimed at combating human trafficking coming from Ukraine, Moldova, and Belarus through cooperation with local entities.

Although international investigations of organized crime networks may involve groups that engage in trafficking in Denmark, Danish authorities do not have data regarding any specific international trafficking-related cases.

-- H. Denmark extradites persons to countries outside of the EU, provided that there would be no human rights abuses on the part of the receiving country. Danish nationals are subject to extradition for crimes committed overseas. Effective in 2007, Denmark may now prosecute Danish nationals under Danish law for offenses committed overseas, even if the offense does not constitute a crime in the foreign country.

To date, there have been no TIP-related extraditions or requests for extraditions either to or from Denmark. However, Danish authorities affirm that Denmark would extradite a person charged with trafficking in another country, given adequate human rights protections.

There are no known pending or concluded cases involving traffickers being extradited to the USA. ICE regularly engages with Danish counterparts in this area and has not encountered any instances of human trafficking between Denmark and the United States over the past several years.

-- I. There is no evidence of government involvement in or tolerance of trafficking on any level in Denmark.

-- J. There is no evidence of any government officials being involved in human trafficking in Denmark.

-- K. There have been no reported cases of Danish peacekeepers, involvement in Human Trafficking. However, Danish authorities state that any such accusation would be investigated and, if warranted, the accused would be prosecuted. Denmark is an active participant in international peacekeeping missions in Kosovo, Afghanistan and other countries. In compliance with NATO standards, Denmark adopted a zero-tolerance policy in relation to its forces and personnel overseas. The Ministry of Defense provides general human rights training to all soldiers prior to and during overseas deployments. As part of this human rights training, the Ministry describes its zero-tolerance policy regarding human trafficking. Danish soldiers participating in NATO operations also receive instruction on trafficking through NATO as part of their training.

-- L. Denmark is not normally identified as a destination country for sex tourism. The legal age of consent in Denmark is 15 (18 for a person offering sexual services for

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compensation). ICE has worked with Danish authorities to investigate allegations of child sex tourism to Denmark, however these cases have not led to any U.S. prosecutions as the age differences between the participants has been minimal, the sexual activities were consensual and no violations of Danish law occurred.

Effective in 2007, Denmark may now prosecute Danish nationals under Danish law for offenses committed overseas, even if the offense does not constitute a crime in the foreign country. According to Section 222 of the Danish Penal Code, it is illegal in Denmark to have sex with a child under the age of 15.

According to the campaign &Stop Sex Tourism,<sup>8</sup> sponsored by the Danish National Police and Save the Children, no official statistics exist regarding the number of Danes who are arrested and brought to court for sex-tourism.

An investigation published in February by the Danish branch of Save the Children was able to document, from various official and unofficial sources, that a small number of Danish citizens were involved in the sexual exploitation of children in Thailand, Cambodia and Burma. The secrecy involved in this form of criminal activity has made it difficult to uncover the true number of Danish citizens involved in this form of sexual abuse and exploitation. It is also difficult to obtain official statistics which reveal how many Danes have been arrested, charged and convicted of committing sexual offenses against children abroad. Only a few cases have been documented with law enforcement agencies in the three countries involved in this investigation. The vast majority of travelling sex offenders are probably never identified. According to a senior official at the NGO, FACE (Fight Against Child Exploitation), two Danish citizens had been registered. One Danish man was charged for sexual intercourse with a girl aged 14 in a hotel room in Pattaya in 1997. He was sentenced to five years, imprisonment. Another Dane managed to escape Thailand after allegedly abusing two 13 year old boys in two villages in Thailand.

15. (SBU) PROTECTION AND ASSISTANCE TO VICTIMS:

-- A. Denmark offers victims police transportation to shelters and victims, assistance centers in undisclosed locations. During the investigative process and trial, the names and locations of the victims are kept confidential to provide increased psychological and physical security. Victims' advocates report that Danish authorities value the privacy and safety of trafficking victims. Danish shelters are provided by two organizations funded through government contract. The Danish witness protection program allows a cooperating witness to enroll and receive protection in any case involving the threat of violence or retribution. In 2008, 46 women sought shelter at the two crisis centers funded through contract by the Danish Government. Denmark works with NGOs and social services through the IOM in the victims' country of origin to ensure a safe and productive repatriation.

-- B. The Danish Government has a contract with The Nest International and The Danish National Organization of Shelters for Battered Women and their Children, to assist victims of trafficking at crisis centers located in Odense, Aarhus, and one undisclosed location. A meeting center specifically for foreign women involved in prostitution was established in Copenhagen in June 2008, and was utilized 134 times between its opening and the end of that year. Health services are offered at all the crisis centers and at the meeting center. These health facilities are run by NGOs under government contract, such as The Nest International, Pro Vest, The Prostitution Competence Center, and the Anti-Trafficking Center.

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Foreign victims have the same access to these facilities as domestic victims.

In Denmark, children of trafficking victims receive additional social services and are placed in specially designated shelters or foster care as appropriate. Unaccompanied minors receive a personal representative to assist them with their asylum cases or repatriation to their country of origin. Unaccompanied minors, including children who are trafficked, receive health care provision through the Danish Red Cross, which runs Center Gribskov.

The crisis centers are mainly dedicated to specialized care for adults.

The crisis centers are aimed primarily at assisting women. The only known male victim of trafficking in Denmark found assistance with a private support organization called &Safe and Alive.<sup>8</sup> According to the website of &Safe and Alive,<sup>8</sup> the Ministry of Justice and the Community of Copenhagen are among its sponsors.

Yes, the NGOs that work under contract with the government have many more crisis centers, but the ones used in cooperation with the Anti-Trafficking Center are dedicated to victims of trafficking.

As previously mentioned, the facilities are run by NGOs whose activities are funded under Government contract.

The National Action Plan directed approximately USD 14 million (70 Million DKK) over the four years (2007-2010) of the plan towards activities aimed at combating human trafficking and helping its victims.

-- C. The Government offers medical, dental, legal and psychological services to victims of trafficking directly and indirectly via contract with NGOs. Legal support includes: advice on legal issues and rights, provision of a lawyer in the event of a trial, and support during police actions. However, no support is provided to foreign victims of trafficking in Denmark beyond the reflection period. Any additional support is done in the home country.

Through the National Action Plan,s budget, the Government supplies funding via contract to several NGOs for support with victim assistance, information gathering, and contributions to the overall national strategy. Examples of these NGOs are The Nest International, The Red Cross, and The Danish National Organization of Shelters for Battered Women and their Children. These NGOs work directly with an independent governmental organization, The Danish Anti-Trafficking Center, to coordinate government and non-government efforts. The Ministry of Foreign Affairs (MFA) and the Immigration Ministry (Ministry of Refugee, Immigration and Integration Affairs) also work via contract with the International Organization for Migration to support victims after they return to their home countries. The MFA also works with and helps fund locally present international and domestic NGOs in Moldova, Ukraine, and Belarus via Danish Programme Against Human Trafficking (DANATIP or DPAHT) under the umbrella of The Neighborhood Programme to combat human trafficking before it reaches Denmark.

Funding for all domestic programs comes directly from the Government itself.

The government has allocated USD 14 Million to fund the National Action Plan against Human Trafficking over the four years 2007-2010. Through The Neighborhood Programme, DANATIP/DPAHT,s efforts in Moldova, Ukraine, and Belarus were given a USD 6 Million budget over three years from 2009-2011.

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-- D. Like other aliens staying in Denmark illegally, aliens who are victims of human trafficking are subject to the Danish Immigration Service,s maintenance obligation. Under the Danish Aliens Act, the Danish Immigration Service shall be responsible for providing accommodation, healthcare treatment and financial support and\*in the event the person in question is not granted a residence permit\* in collaboration with the relevant organizations and government agencies, to the greatest extent possible, ensure that all victims of human trafficking are offered a well-planned and properly-managed reception in their country of origin.

This prepared return covers both the activities in Denmark (in terms of offering psychological, legal and social aid to learning and health promotion) and treatment activities in the home country (in the form of receipt by an organization there, whenever possible). The intention behind the scheme aims to help strengthen individuals and thereby prevent them from being victimized again when they return to their home country.

When an alien has been determined to be a victim of trafficking by the Immigration Service, his or her departure date can be postponed for up to 100 days. Having this &reflection period8 in Denmark - if there is a need for it ) allows the victim to receive offers from the government for medical, psychological, and dental treatment as well as legal and social aid, to help the victim deal with the experiences to which they had been exposed.

Normally, cases involving asylum seekers and foreigners without legal residence are overseen by the Immigration Service. Foreigners who are determined to be victims of trafficking, and are also staying illegally in Denmark, may stay in an asylum center, however, if they prefer to be accommodated in one of the crisis shelters, the Immigration Service can approve this.

If a victim of trafficking is also an illegal alien and has a need of special protection, this is taken into account. In cases where the Immigration Service has approved accommodation of a resident at a shelter, the victim stays there and is paid an allowance every 14 days by mail from the

related reference center. The Crisis Center staff ensures that the victim is offered all available resources to include activities, education, health care, psychological or legal help.

The prepared return also means that a victim of trafficking will be received by an organization in his/her homeland. Reception implies, in particular, the offer of accommodation for the victim's needs, the possibility of training / education and psychosocial counseling. The Immigration Service on 26 March 2008 signed a contract with the International Organization for Migration (IOM) to assist with the portion of the prepared return that will take place at home. The Immigration Service has agreed with the CMM, that the CMM should conduct "prepared return interviews" with the victimized foreigners. The information from the interview will then be forwarded to IOM in order to assist in initiating the return journey.

-- E. The government allows victims to stay for up to 100 days in a crisis center. In 2008, the average stay was typically between 20 and 25 days, depending on the Crisis Center. In addition to the medical, psychological, and legal assistance, mentioned before, The Nest International (assisted by government funding) provides long term help, and while victims are in the crisis center, they can take short courses to help them move towards a new job. Legal residents of the EU are also offered social assistance. There is also a mechanism by which victims of trafficking can apply for asylum status. In 2008, only 1 of 8 victims of trafficking identified as illegal residents who sought asylum, was given

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permission to stay in Denmark.

-- F. If the Police encounter a situation where a person who has been arrested or detained exhibits signs or is suspected of being a victim of trafficking, they may inform the CMM which will send a representative to sit in on police questioning. They will then inform the detainee of her/his rights and options as a victim of trafficking. The Immigration Service will make a determination of status as a victim of trafficking, and if the person is determined to be a victim, s/he is referred to one of the state-sponsored NGO shelters for a reflection period and assistance. Unfortunately, trafficking victims will often deny that they are victims and it can take months for them to develop enough trust in local authorities to admit they were trafficked. However, by this time, it is too late for authorities to help.

-- G. In November, during a speech to the Danish branch of the European Movement, a representative of the Danish Anti-Trafficking center said that this year, there were approximately 825 trafficked women in Denmark. She did not specify whether or not they were involved in the sex trade or forced labor, but did say that around 25% of them were brought to Denmark under the false promise of legitimate jobs.

Of these, how many victims were referred to care facilities for assistance by law enforcement authorities during the reporting period?

In the first quarter of 2009, the CMM was called in to assist in 19 police actions where trafficking victims was suspected. The exact number of victims was not reported.

In the first quarter of 2009, the crisis centers experienced 10 new enrollments. Social Service personnel are actively engaged in meeting with and interviewing women working in massage clinics and on the street who are suspected of being involved in trafficking. In the first quarter of 2009, social service personnel met with over 50 women of foreign origin in massage clinics and on the street, who were suspected of being involved in trafficking.

Because government and non-government assistance is intertwined, it is not possible to separate the efforts. Published numbers show that in the first quarter of 2009, 10 women were assisted by crisis centers and 50 women were interviewed by social services. More up-to-date figures are not yet available.

-- H. The Danish government has a system of identifying victims of trafficking among high-risk persons. The Government engages in an outreach program through three organizations operating in four main target locations around the country, and these teams actively investigate massage parlors, interview prostitutes on the street, in escort service environments, as well as in the asylum centers, prisons, and safe-houses in an attempt to locate and identify trafficking victims. A hotline for reporting human trafficking and for information has also been established.

In 2007, Danish police implemented a standardized approach to identifying and screening victims of trafficking. A Danish police anthropologist accompanies Danish police in raids of unlicensed brothels and inspections of venues used by prostitutes to screen them for cases of trafficking. Additionally, Danish police allow a member of a social organization to participate in the screening and questioning of prostitutes.

The Danish government conducts regular inspections of suspected and commonly known venues used by prostitutes. The Danish government also conducts raids of businesses/venues suspected of illegal activities. In 2008, the Police

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conducted 778 visits in 462 localities. From these visits, the Police registered a total of 507 businesses/venues serving the sex industry in Denmark. As part of the inspections or raids, Danish social workers screen for trafficking victims among the prostitutes. All foreign women in the brothels are offered medical and psychological care through social services. In addition, Danish social organizations provide voluntary screening and counseling to prostitutes.

-- I. The consensus opinion among Danish victim advocates is that Danish police respect the rights of victims. Suspected victims of trafficking are detained by police, but only in order to remove them from the potentially exploitative situation. Danish police work with social workers to determine the needs of the victim and transfer victims from police custody to the government-sponsored organizations responsible for victim assistance in the region. Because the victims' assistance organizations are involved initially, the primary goal is to provide assistance to victims as soon as possible after the detainment. With counselors present during the police questioning, victims begin to receive assistance prior to their transfer to a victims' assistance center. Victims of trafficking in women are informed about their rights and their options. Victims who are nationals of the European Union have certain additional rights, such as the right to work and travel among EU countries.

NGOs claim that if a victim has committed a violation of Danish law, s/he will likely be prosecuted, as Denmark does not have prosecutorial discretion. Thus if a foreign prostitute does not have a work permit s/he may be arrested for working illegally and/or not paying taxes on earned income and, because the charge is not prostitution, may never be counted or interviewed as a potential trafficking victim. In addition, foreign prostitutes who traveled to Denmark using false documents are less likely to avoid repatriation to their home countries. Foreign prostitutes who may be eligible to stay in Denmark often face barriers to entry into the legal labor market, as they did not have permission to work in Denmark and did not pay taxes on their earnings.

-- J. Danish authorities encourage victims to assist in the

investigation and prosecution of trafficking. However, Danish authorities report that victims are often unwilling to cooperate. NGOs believe this may be due to fear of the traffickers, economic uncertainty, stigmatization in their home country or with family, inability to see themselves as victims, fear of Danish authorities, and/or a sense of futility of cooperation since the end result for the victim is the same: deportation. Victims who serve as witnesses against an accused trafficker are permitted to remain in the trafficking victims' shelter for the duration of their involvement in the case, even if this exceeds the 100-day reflection period. Victims are also permitted to leave the country pending trial if they prefer. Women who have accepted the offer of an assisted voluntary repatriation may stay in Denmark up to 100 days and will receive help from local NGOs and the International Organization for Migration. Cooperation with the police is not a condition of the extended reflection period. In many cases, women disappeared before being sent home at the end of the 30 day or 100 day reflection period. Between August 2007 and April 2009, 41 out of 49 women, who were confirmed by the Immigration service to be both victims of trafficking and illegal residents, left Denmark without engaging authorities. This may have been a result of personal initiative or it possible that their trafficking organizations may have played a role in re-trafficking them. The Danish government also provides funds to compensate victims of crimes. Danish authorities stress that victims who assist in the investigation and prosecution of their traffickers are often better able to meet the requirements of a successful asylum case (i.e., to show that they were victims of violence). However, the results of this

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claim are unclear in practice.

The police have not published numbers regarding how many victims of trafficking have cooperated with police. In March 2009, they announced an offer of full anonymity for victims of trafficking if they can provide information on their pimps and traffickers. The police acknowledge that the largest problems preventing the victims, cooperation with police are the fear of reprisal from their traffickers and the knowledge that they are going back to their home country.

Victims may file civil suits or seek legal action against traffickers. However, Danish authorities cannot identify a single instance of a trafficking victim seeking legal action against a trafficker. The victim's reluctance to cooperate with authorities or confront a former trafficker is the most significant impediment to the victim's access to such legal redress.

There are no known instances in which someone prevented a victim of trafficking from access to legal redress.

The Government places no restraints on victims of trafficking in terms of their mobility. If they are legal residents of the EU, they can pursue other employment, but illegal residents who do not obtain asylum status are returned to their native countries or third countries where they have residency.

A victim has the option to bring civil suit against their traffickers, but this requires their cooperation with police for an investigation, and there are no reported examples of this kind of action. The lack of clarity on who has to pay for the lawsuit may also be affecting victims, decisions on whether or not to pursue restitution.

-- K. The Danish government provides specialized training in both identifying trafficking victims and providing assistance to trafficking victims. The National Anti-Trafficking Center provides training to members of the TIP Action Plan working group. Additionally, the Danish national police provide TIP training to all police precincts. New police recruits receive a special course on trafficking as a component of



their basic training. However, there have been questions about the effectiveness of this training. The National Anti-Trafficking Center works with the Ministry of Foreign Affairs and Danish embassies to develop and refine networks with NGOs that serve trafficked victims in the countries of origin. For instance, Denmark has well-established links with its counterparts in the Baltic countries to assist in the repatriation of trafficking victims. The Danish Immigration Service works with organizations in Denmark and abroad, such as the International Organization for Migration (IOM), to ensure that trafficking victims can safely travel back to their country of origin and receive social services upon their arrival. The Ministry of Foreign Affairs (MFA) also meets with representatives of source, transit and destination countries in Denmark.

The National Police has also been involved in training MFA employees in Embassies and Consulates around the world on the subject of human trafficking.

Denmark is not a source country for trafficking; there is no known instance of a Danish embassy assisting a Danish trafficking victim abroad.

-- L. The services available to foreign victims of trafficking are also available to Danish citizens, although there are no known cases of Danes being trafficked and victimized abroad.

-- M. In addition to the Danish government-sponsored

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organizations (mentioned in section 26B), the Danish Red Cross and Save the Children Denmark both work in cooperation with the Danish government to combat trafficking in persons, especially with children. Tjekpunkt, a youth outreach program, also works with at-risk minors. Safe and Alive, a independent NGO, works with trafficking victims in the Copenhagen area, but is not associated with the National Anti-Trafficking Center, although it does receive support from the Ministry of Justice. The government-sponsored organizations and NGOs work closely with the national umbrella organization of women's crisis centers and shelters in Denmark (LOKK) to provide safe-haven for trafficking victims. The government-sponsored organizations cooperate with the Anti-trafficking Center and the Danish police. All of the organizations are members of the National Action Plan working group. Danish authorities work with the IOM on repatriation of victims. The IOM, where possible, monitors the reintegration process, for up to three months for adults and up to six months in the case of children. Denmark also supports anti-trafficking initiatives through the EU, OSCE and the UN. In all, the Ministry of Foreign Affairs (MFA) donated approximately USD 10 million in 2008 to Save the Children projects worldwide. The Nordic Council, whose Secretariat is in Copenhagen, and the Council for Baltic Sea States, are also involved in regional efforts to combat trafficking in Nordic and Baltic countries.

#### 16. (SBU) PREVENTION:

-- A. Other than the efforts included in the National Action Plan, the main human trafficking awareness campaign of this reporting period was the annual EU sponsored Anti-Trafficking Day which was held on 18 October. The day was marked by events sponsored by The Nest International, The Danish Institute for Human Rights, The Women's Council in Denmark, Christian's Friends, and Hope Now.

A conference was held in connection to this awareness day in Chisinau, Moldova, on October 21-22, 2008 by the International Center for Women Rights Protection and Promotion & La Strada8 (Moldova) in partnership with Ministry of Social Protection, Family and Child and IOM mission to Moldova, with support of the Ministry of Foreign

Affairs of Denmark.

ICE has been working with Danish authorities and NGO,s since 2007 in an effort to stimulate public awareness of trafficking, including sharing strategies and offering resources. Thus far, Danish authorities have been slow to to take advantage of the resources offered.

The general objectives were to raise awareness of the issue and to raise money for the efforts to combat human trafficking. The effectiveness of spreading information on human trafficking within Denmark was likely limited to those in attendance at the two major events.

The objectives of the MFA supported conference were:

- Analyze the process of National Referral Mechanism (NRM) development in Bulgaria, Belarus, Moldova, Romania and Ukraine, including the political context, methodology, elements of the NRM, the level of cooperation and ways to set up cooperation structures;
- Identify the various NRM actors in each country and the new emerging NRM elements/components/functions that are being developed and the context leading to their development;
- Assess how the human rights approach to trafficking has been implemented and what are the existing gaps;
- Explore best practices on cooperation between state structures, civil society and international organizations in the identification, assistance and protection of trafficked persons;
- Strengthen participants, knowledge of the human rights based international anti-trafficking policy;

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- Develop recommendations for the efficient implementation of NRM.

Data on the number of people attending the events in Denmark are not available. The event in Moldova was attended by 120 representatives, mainly from Bulgaria, Belarus, Moldova, and Ukraine.

This recognition day was aimed more towards awareness, financial support, and political support for measures against human trafficking than it was towards demand for trafficking.

-- B. Denmark monitors immigration and emigration patterns for evidence of trafficking and has identified the typical migration patterns for trafficking into Denmark. Danish police also conduct immigration interviews at airport points of entry in Denmark and are trained to screen for potential trafficking victims. However, land borders into Denmark are open and migrants are not inspected upon arrival by land. The Immigration Service also conducts fact-finding missions to foreign countries such as Thailand and Ghana in 2008 and Nigeria in 2009 to understand the patterns of international trafficking into Denmark.

-- C. In September 2007, Denmark opened the National Anti-Trafficking Center, which falls under the National Board of Social Services. The National Anti-Trafficking Center serves as a single point of contact for TIP matters and coordinates the involvement of other relevant parties. The government also maintains a reference group with representatives from NGOs, the National Police, the Ministry of Health, the Tax and Customs Administration, the Immigration Service, the Ministry of Foreign Affairs, the Ministry of Gender Equality, and the Office of the Public Prosecutor, who meet approximately twice a year to share knowledge and contacts. The trafficking unit of the Danish National Police also has a hotline for victims of human trafficking, which serves as a single point of contact for public inquiries and anonymous leads.

-- D. Denmark has a national action plan to address trafficking, which runs from 2007 to 2010. The National Board of Social Services developed the 2007-2010 action plan

based on the conclusions of an independent audit of the 2002-06 action plan. The independent audit gathered information from government officials and NGO representatives. NGOs also contributed information to the development of the new action plan. The Danish government has publicized the action plan and has translated the plan into English. The Ministry of Social Welfare, the National Anti-Trafficking Center and the National Police all refer to the action plan to assess their progress. The progress of the plan is reported each year in a Status Report on the Progress of the National Action Plan. The National Police also provide an annual report on their efforts against the pimps and traffickers behind human trafficking.

-- E: Required of all Posts:

The National Board of Social Services launched a campaign in 2009 to reduce the demand for commercial sex acts. The initiative, which is called &Who Pays the Price?8 has also developed discussion material for educational purposes in secondary schools and in the upper classes in primary schools. The material consists of a debate magazine and DVD dilemma stories about prostitution, produced by Dansk Radio, the national media network. It is widely publicized that approximately 14% of Danish men are consumers in the commercial sex trade. Therefore, this information campaign is aimed at young males to dissuade them from engaging in commercial sex. It is important to note that prostitution is not illegal in Denmark. Persons cannot be punished for prostituting themselves unless another part of the law is violated. However, prostitution is not a recognized

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profession in Denmark.

-- F. Required of all Posts:

No new efforts were launched during the reporting period; however, Danish authorities continued to work within an initiative in cooperation with Scandinavian Airlines, the Association of Danish Travel Agents and Save the Children to combat child sex tourism. As part of this initiative, Denmark has funded public service announcements to inform the Danish public that the Danish police can now investigate and prosecute a Danish national who commits a sexual offense against a child overseas due to the 2008 expansion of the Danish government's ability to prosecute its citizens for crimes committed abroad. Denmark also established a hotline for travelers to provide information about suspected child sex tourism overseas. The Ministry of Foreign Affairs directs Danish embassies to report Danes suspected of pedophilia or child sex tourism to Danish authorities.

-- G. Denmark is an active participant in international peacekeeping missions in Kosovo, Afghanistan and other countries. In compliance with NATO standards, Denmark adopted a zero-tolerance policy in relation to its forces and personnel overseas. The Ministry of Defense provides general human rights training to all soldiers prior to and during overseas deployments. As part of this human rights training, the Ministry describes its zero-tolerance policy regarding human trafficking. Danish soldiers participating in NATO operations also receive instruction on trafficking through NATO as part of their training.

#### 17. (SBU) PARTNERSHIPS

-- A. The Danish government cooperates with other governments in the investigation and prosecution of crimes, both on a bilateral and multi-lateral basis. On a bilateral basis, Danish police regularly conduct joint investigations with their Swedish and Norwegian counterparts. Cooperation on a multilateral basis also occurs through numerous international organizations. Denmark is an active member of Interpol and Europol. Danish police also participate in a Nordic police and customs cooperation network and chair a

working group focusing on criminal action related to drugs, prostitution and money laundering committed by West Africans in, between and through the Nordic countries. Additionally, Denmark is an active member of the Task Force on Organized Crime in the Baltic Sea Region. Danish police officers have also been assigned to posts in Baltic countries to assist host governments with organized crime investigations. Denmark cooperates with legal attaches from several countries, including the United States. More specifically, the U.S. Immigration and Customs Enforcement (ICE) works with the Danish Police, the Danish Anti-Trafficking Center and NGOs in Denmark on trafficking issues. This collaboration involves primarily best practices and information exchanges. Other international cooperation focuses primarily on combating organized crime, narcotics smuggling and terrorism.

In 2009, the government has continued its efforts with European Network for HIV/STI Prevention and Health Promotion among Migrant Sex Workers (TAMPEP), especially with Sweden and Norway. It has also been working on an ad hoc basis with other European Countries to ensure that victims of trafficking are helped by competent organizations once they return to their home country. The IOM has been working under contract since 2008 with the Immigration Service to provide assistance for victims of trafficking who returned to their home country. The Ministry of Foreign Affairs (MFA) has also continued efforts related to its 2008-2012 program aimed at combating human trafficking coming from Ukraine, Moldova, and Belarus through cooperation with local entities.

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--B. The largest current initiative for assistance in human trafficking abroad is the Ministry of Foreign Affairs, Danish Programme Against Human Trafficking, 2009-2011. This program focuses on Eastern and South-Eastern Europe, specifically Moldova, Ukraine, and Belarus, and attempts to work in tandem with locally present international and non-governmental organizations to combat trafficking in persons at its source. Its overall budget is about USD 6 million. This program builds on the 2006-08 initiative. Working through key implementing partners in Moldova, Ukraine, and Belarus, which include both international and non-governmental organizations, the program supports national counter-trafficking plans and works with government agencies so that they assume their role as leaders of counter-trafficking efforts. The program works within a widely recognized approach, whereby efforts are focused within the three broad areas of prevention, protection, and prosecution. It has four immediate objectives: (1) strengthened national counter trafficking strategies and mechanisms; (2) streamlined and improved access to and provision of services for Victims of Trafficking; (3) better targeted prevention activities effectively reach vulnerable groups, and (4) strengthened international and regional co-operation on responses to trafficking.

This program works through Country Steering Groups, in which the key implementing partners in each country work together to design and implement multi-faceted national programs. A Regional Steering Group facilitates the coordination of regional activities, including, where possible, countries of destination in addition to the three program countries. Emphasis is placed firmly on local ownership of the program, with funds disbursed by IOM Kiev and managed by each Country Steering Group and the Regional Steering Group in the case of the regional program. Technical assistance is provided where necessary to ensure efficient use of funds and comprehensive monitoring and adjustment of activities. The Ministry consults with all the implementing partners annually in a Regional Partner Forum where budgetary and other issues may be discussed and broader subjects of general interest included

18. (SBU) HEROES:

No recommended entries.

¶9. (SBU) COMMENDABLE INITIATIVES:

No commendable initiatives can be identified due to the difficulty in assessing the current effectiveness of the Danish programs in operation.

¶10. (U) Embassy Point of Contact for the TIP report is Spencer Fields, tel: 45 3341-7335, fax: 45 3542-1349, fieldssm@state.gov.

¶11. (U) Minimize Considered.  
FULTON